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ABSTRACT

An overview is presented in this paper of the problems involved in making education universal and available at all levels in different regions in the world. It is pointed out that a majority of the world's children have no schooling; preschool education, though widely favored, has still to become universal even in the industrialized countries. The problem of dropouts is universal in all school systems, and failures and grade repetitions plague both primary and secondary education. Teacher training is under reexamination in all countries. Various forms of inequality exist in every country. Third world nations are struggling to maintain and expand imported systems of education unrelated to their cultures and unresponsive to their needs. Examples are given of remedial measures being undertaken in the world's educational systems, with particular emphasis on actions being taken in Asia and Africa. (JD)

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UNIVERSALITY AND AVAILABILITY
OF EDUCATION AT ALL LEVELS



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UNIVERSALITY AND AVAILABILITY OF EDUCATION AT ALL LEVELS.

1) THE TOPIC IS A GOAL

This is quite an extensive subject to deal with in a brief paper and a briefer introductory presentation. At the same time it is a very important topic as broadly speaking it should be the goal of all national educational efforts. The proliferation of educational meetings and the statements made by governments, politicians, educators, parents, young people and even the average citizen demonstrate that profound changes are necessary in national educational systems. While some of these may appear lip-service, there is no denying that efforts are being made to match words with deeds in spite of various and, in many cases, overwhelming constraints. Consequently there is no doubt that in all countries, without exception, education is on the move. The issue really is in what direction is it going. As a matter of fact the topic of this paper suggests a goal, namely that public education should be universal and should be available at all levels. That this should be quality education and should be relevant to rapidly changing conditions, though not specifically stated, can be considered as implied. Otherwise there is no meaning at all in a mere quantitative expansion of education facilities.

In countries with old established schools and universities there is a clamour for educational developments to include the provision of educational facilities for the pre-school child, for curriculum development, for relating education to the "unknown to-morrow" for "modernizing" equipment for schools, for upgrading and updating courses for teacher education, for a reduction of class size, for continuing education, for education for the handicapped, etc. The "young" states, while considering all these as longterm goals focus, for the present, on compulsory and free primary education and on the eradication of illiteracy. Two other objectives are frequently voiced and these are "education to suit national "traditions and cultures" and "education to serve the needs of the country".

2) THE PRESENT POSITION

At this stage it would be useful to examine purely quantitatively how far the major regions of the world are from the goals stated in the topic under consideration. From various Unesco publications, especially the Statistical Yearbook of 1977, the following details have been collected. The figures given in columns (i) and (ii) are percentages of children of primary school age and secondary school age in educational establishments

while the figures in column (iii) are percentages enrolled in education at tertiary level as a ratio of the population aged between 20 and 24 years.

School Enrollment (1975)

<u>Regions</u>	(i) <u>Primary School</u>	(ii) <u>Secondary School</u>	(iii) <u>Tertiary Education</u>
World total*	75.0	56.0	11.0
North America	99.1	93.2	48.3
Europe including the U.S.S.R.	97.4	67.3	17.1
Latin America	78.4	49.20	6.3
Africa	48.5	25.6	1.5
Asia	61.8	46.2	5.9
Oceania	97.1	75.2	14.0
The Arab States**	(68.0)	(28.0)	(4.0)

* The figures for the Peoples' Republic of China are not included

** The figures here are given in brackets as they are already included in the figures for Africa and for Asia.

These statistics can be deceptive if not carefully interpreted. To begin with, they give only the enrollments at each stage. While they give a fair picture of the percentage that drop out between the enrollments at the beginning of each level, they do not disclose the drop-outs within each level. If these drop-outs are taken into account, we are likely to reach the findings of the United Nations Population Fund, that in 1976 there were 201 million children within the 7 to 12 age group, in school and 224 million of the same age group out of school. The projection for the year 1985, for the same age group, is expected to be 350 million in school and 375 million not in school. Secondly, in calculating the percentages no distinction was made between school enrollments in the public and private streams of education. Thirdly, the figures for Oceania are quite high due to the

inclusion of the school enrollments in Australia and New Zealand. If the small islands in the South Pacific were considered separately, the picture is likely to be very different. In the light of these details it can be safely assumed that, unless exceptional strategies are adopted, in Asia and more so in Africa, there will be more children out of school than in school for many years to come. This is borne out by a number of other surveys. In a study made in Ethiopia in 1968 with the assistance of international agencies, particularly of Unesco, the alarming conclusion was reached that, "at the present rate, even if major sacrifices were made, it would be impossible to provide schooling for the majority of the population before the middle of the next century." The African States have realized that the target laid at the Addis Ababa Conference of Ministers of Education in African countries in 1961, for a school enrollment of 70 percent in 1971 and 100 percent in 1980 was very optimistic, as can be seen from the figures given for Africa in the tables furnished above. Many Asian Governments admitted at the Conference of Asian Ministers of Education in 1978 that, owing to rapid population growth, they are unable, unless ingenious expedients are adopted, to provide schooling for all their children. In 1972 the Ministers of Education of Latin America meeting in Venezuela took note of the progress made but also expressed concern at the estimate that as many as 8 million children between the ages of 7 and 12 had not yet received any education in that region. The number has more than doubled since.

There are shortcomings in the western industrialized states too. The emphasis given in official and non-official declarations to the need for a much wider extension of education facilities for pre-school children, for adequate provision for the underprivileged and the handicapped child, for special measures for dealing with the problem of drop-outs and for continuing education, reveal that education is neither universal nor available at all levels even in these countries. In fact, the rise and recognition of a non-governmental organization called the "Fourth World" only proves that in these affluent countries there are a fair number of children who do not enjoy, among other things, the right to education. Even the socialist countries of Eastern Europe and Cuba admit, in spite of rigid planning and rigorous implementation, that there is a need for an extension of their education facilities.

3) LITERACY

The situation as regards literacy rates, while giving room for some optimism, also leaves cause for concern. One feels a sense of satisfaction in noting that between 1950 and 1970 the world illiteracy rate had dropped from 44.3 percent to 39.3 percent: and is expected this year to fall to 29.0 percent. At the same time, due to the population growth rate, the number of illiterates

grew during the period 1950 to 1970 from 700 million to 783 million and is expected this year to reach 820 millions. The optimist refers to the percentage decreases and the pessimist refers to the increasing numbers. There is much to be said for both positions.

The pattern of illiteracy in the various regions of the world is more disturbing. In 1975 the proportion of adult illiterates was 34.2 percent for the world as a whole. North America accounted for 15 percent; Europe - East and West taken together - for 3.6 percent; Africa for 73.7 percent; the Arab States for 78 percent; Asia for 46.8 percent and Latin America for 23.6 percent. The Latin American figures are surprisingly good in view of the political turmoils in the majority of those countries. Another distressing, but not surprising feature, is the imbalance between men and women. Taking the African continent alone, the disproportion is 63.4 percent for men as compared with 83.7 percent for women.

4) PRIVATE EDUCATIONAL INSTITUTIONS

With the exception of the socialist countries and a few third world states there is what may be called a dual system of education. There are educational institutions conducted entirely by the government and/or by "local authorities", be they the component units of a Federal system, or municipalities, boroughs, district councils, etc. in unitary states. There are also educational institutions conducted by private bodies. This is due partly to historical reasons - the early educational institutions having been run by religious bodies; and partly due to financial reasons - many third world countries not being in a position financially to provide education facilities for all. The work of religious organizations came in due course to be followed by philanthropic organizations and still later by enterprising people who saw in education the possibility of financial gain. The trend now is for the state to consider that it is solely responsible for education. Hence there are instances, not many outside the socialist countries, where the schools have been totally nationalized. Latin American autocrats, fearing the radical influence especially of the "progressive" elements of the clergy, are aiming at nationalization of their educational systems. Quite a few third world governments in Africa and Asia are permitting the dual system, but are laying down minimum conditions of "efficiency" and in most cases extending financial assistance. In countries like the Philippines, and even in Poland, where the Church is powerful, the state has to move cautiously. In fact in the former all secondary and tertiary education is private; most of it is in the hands of the influential Catholic Church. Singapore and Malaysia have introduced a form of integration while New Zealand with its respect for freedoms is carrying out effectively, democratically and voluntarily a policy of integration and is receiving considerable co-operation from religious and other bodies. Western Europe, North America and Australia where also the traditional freedoms are respected

permit private schools, in some cases, e.g. the United Kingdom, with state assistance - in others without any state aid. The right to have private schools is generally based on Article 26(c) of the United Nations Declaration of Human Rights which asserts the prior right of the parent to decide the education for his child. Where assistance is not given, especially to schools run by religious bodies, the principle of the separation of the State from the Church is evoked. The trend, however, is in the direction of integration in countries where democratic processes and civil and political rights are part of the national heritage. Where these elements are not significant factors of national life, a gradual movement in the direction of nationalization using the carrot and/or the stick is noted. How soon it will take place or how long a completely nationalized system will last, outside a centrally planned economy, is left to be seen. Sri Lanka, which nationalized almost all its schools in 1960 and ceased all aid to private institutions, has now begun to assist the latter on the principle that as long as the public institutions cannot cater for all, private educational establishments are performing a national service and are thus entitled to aid from the taxpayer's money. Most private bodies involved in education tend to accept some form of integration in view of the rising cost of education. This same factor, namely costs, has prevented complete nationalization in many third world countries. The point, however, has been made that the existence of private schools are an obstacle to the democratization of education.

5) EXAMPLES OF GOALS

Most African countries are aiming at "compulsory and free primary education". In Asia, in general, the stress is on education for national development not necessarily through the formal process. In Japan, which claims a school enrollment of 99.999 percent and a drop out rate of 0.001 percent in the primary stage, education reform is urged for the improvement of curricula, the diffusion of pre-school education and the improvement of the competence and "status" of the teacher. In New Zealand an Education Development Conference met in 1972, 1973 and 1974 and issued a report urging far reaching changes such as a shift of emphasis from external to internal assessment, reduction of pupil-teacher ratios, integration of state and private schools, up-to-date curricula, etc. France embarked, a decade ago, on a reform of secondary education which has not yet reached its final form. Norway and its Scandinavian neighbours are engaged in building an integrated educational system beginning with nursery schools and leading up to adult education. England and Wales, apart from raising the school leaving age to 16, have decided on more schools

for children under the age of five, measures to improve initial and further training of teachers, new types of secondary education, etc. In almost all countries of Eastern Europe education is deliberately fitted into a context of reform. General principles and objectives have been laid down rather rigidly and changes are made periodically to adjust education to meet the challenge of changing conditions. Canada is concerned with assuring that no child is denied access to education and ensuring that education moves from "limited controlled and predictable purposes towards a process of preparation for multitudinous purposes in a future that is unpredictable".* In the U.S.A. universal and free education at all levels is considered economically desirable. Moreover, it is claimed that it makes democracy work, eases social inequalities and helps people to be free and to respect each other. * Many Latin American governments in their efforts to control education speak of "nationalization and socialization" of education facilities. The representative of the African Teachers' Association of South Africa at the WCOTP World Assembly in Lagos called for compulsory education for the four million black children in school and stressed the need to compel these children to remain in schools as the drop-out rate before the fifth year period is as high as 70 percent.

In their efforts to ensure education at least as a long-term programme - quite a few third world countries have resorted to decentralization. On the other hand, a number of Federal States in which education is constitutionally a matter within the competence of the component units, have had to resort to "Federal Funding" and naturally the Federal Authority feels it has a responsibility when it considers that the national interest is at stake. This development is seen in the U.S.A., Canada, The Federal Republic of Germany, Australia and the U.S.S.R. Nigeria made it clear that the Federal Government has a say in educational matters while India has transferred education from the "State List" to the "Concurrent List".

6) PROBLEMS PERSIST

Leaving adult education to be considered later, it will be admitted that all the problems involved in making education universal and available at all levels still persist, though in varying degrees in different regions of the world. A majority of the world's children have no schooling; pre-school education though widely favoured has still to become universal even in the industrialised countries; the problem of drop-outs has lost none of its gravity; failures and grade repetitions plague primary and even secondary education; teacher training

* Report of the WCOTP World Assembly - Lagos, 1977

is under serious examination; various forms of inequalities are a canker on the educational systems; third world nations are struggling to maintain and expand imported systems of education unrelated to their cultures and un-responsive to their needs; facilities for continuing education for all hardly exist and in the few areas in which they exist large numbers have neither the ability, nor the incentives, nor the will to use them to the maximum. Consequently while education is on the move, the search for remedies is on.

7) REMEDIES PROPOSED

a) Ingenious expedients

The first problem is of course for most governments in the third world to provide even primary education for all children of school going age. "Free compulsory primary education" is a political slogan or where it is genuinely meant it is a target to be achieved. In the majority of countries it is not free in that although no tuition fees are charged, a fair number of parents cannot afford to send their children to school. Often they do not have the means to dress the children appropriately, to purchase the books, to pay for the transport involved, etc. Hence a few countries, like Costa Rica, provide these facilities and, in addition, a free midday meal. Sri Lanka, besides providing a primary school "within half a mile of every child's home", is now providing books free, reduced transport rates and in many areas a free midday snack. It is interesting to note that Costa Rica has no army as such and that Sri Lanka is the only country in Asia which spends more on education than on defense.

The other problem is that in almost all countries in the third world compulsory education is not compulsory in that, with the exception of a few States, there is no machinery for compelling parents to send their children to school. Brunei, which provides not only tuition free but also transport, books on loan and when necessary even free board and lodging, used to fine parents five dollars for failure to send children to school. In a small country with a population of about 165,000 such checking and control could have been possible. The remedy, however, does not lie in penalising and coercing the parents. Well staffed and adequately equipped schools will have to be built in the remotest areas; people will have to be assisted to increase their family income and effective campaigns of information and persuasion will have to be mounted. All these presuppose a co-ordinated programme of national development and an egalitarian distribution of the national wealth. This is a long-term technique and consequently ingenious expedients have had to be employed. These are quite interesting. The Ivory Coast provides primary education mainly by television. It has been able to do this with considerable outside assistance in both personnel and

equipment. A problem, however, is being faced when these television educated children proceed to the formal secondary school. In general they know as much, in some cases even more, than those who have "graduated" from the usual type of primary school but they have been found seriously deficient in writing skills. Moreover teachers have to use all their ingenuity to retain the interest of these students in any particular topic for a reasonable length of time. These shortcomings have been overcome in New Zealand which, with its own resources, has provided sophisticated radio networks for educating children in remote areas. The programme is highly decentralized; teachers can talk to the children who in turn can answer them and even pose questions of their own, and provision is made for regular written work. Closely linked with the television education in the Ivory Coast and the radio education in New Zealand is India's plan to use the satellite for rural education. All these systems require considerable funds and specially trained teachers. Columbia and some other countries in Latin America as well as a few in Asia and Africa use the same premises for two or three groups of children in morning, afternoon and, where necessary, in evening shifts. Closely connected with this expedient is the use of any building, such as a church, mosque or temple. The system of different shifts and the use of any building poses the question of competent and dedicated teachers for the large number of students that are likely to be enrolled. The suggestion has also been made to have mobile teams of teachers serving several villages in rotation. Imagination, human ingenuity and the technological revolution may lead to the "discovery" of other ingenious expedients. Meanwhile, a number of non-formal strategies are being devised to reach the children for whom there is no formal schooling. Realizing, however, that in 1976 there were 224 million children out of school and that the number is likely to be 375 million in five years time, universal education even at the primary level is not likely to be seen on the horizon in the near future, unless very special methods are employed.

b) Dropouts

Assuming that formal education can be provided for all children of primary school age in the not too distant future, there will still be the problem of dropouts to which a completely effective solution has still to be found. Whether in developing countries like India, Nigeria and Brazil or in the deprived areas of industrialized countries like Italy, most families which take their children away from school are compelled to do so by the need to make them work and supplement

an inadequate family income. The remedy for this has already been discussed (vide section 7 above).

c) Educational Retardation

Closely linked with the problem of dropouts and in some ways causing it is education retardation resulting in failures and grade repetitions with all their frustrating consequences. Among the remedies proposed for this are automatic passage from one grade to another, the abolition of qualifying examinations, remedial classes, the replacement of periodic examinations by continuous assessment and streaming. Reports submitted to the International Bureau of Education show that these solutions are finding favour mostly in the developed countries of North America and Europe - both East and West. The Philippines has introduced a system which enables each child "to move from one grade to another at his or her own pace". It is too early to assess the value of this system. Some of the other developing countries have tried one or another of these solutions but no significant success has been reported.

d) Elimination of Inequalities

One of the most serious problems concerning universal education and its availability at all levels is the existence of various inequalities such as between the quality of education in the towns and the rural areas, in the facilities provided for education for boys and girls, in the education of the poorest communities and ethnic minorities, including the children of immigrant workers, and in the education of the "normal" child as distinct from those who are handicapped in various ways. The problems caused by these inequalities are being dealt with boldly in some countries and with some tardiness in others. It is important not to minimize the problems. A report submitted to the International Bureau of Education from Dahomey reveals the alarming detail that while school enrollment at the primary level for the country as a whole is 30 percent, it is 68 percent in the capital and only 12 percent in the rural areas. It is encouraging, however, to note in almost all industrialized countries and in quite a number of developing ones measures are being taken to ensure that education in the rural areas is as attractive and as effective as that given in the towns. As for equal education facilities for boys and girls it must be noted that while almost all governments have declared this to be their policy, it is not uncommon for parents with certain cultural backgrounds to be reluctant to send their daughters to school, especially to co-educational institutes. For example, Jordan bemoans the fact that, in spite of efforts to expand educational facilities, there are far fewer girls in schools than boys. With regard to inequalities resulting from physical, mental, emotional disorders, etc., indications are that society is becoming increasingly conscious of its responsibilities towards these children and there ^{is} a general tendency even

in the poorest countries to pay special attention to them. The real problem is to educate them and bring them up in such a way as to promote their integration, without any inhibitions, into the normal life of society.

There is one form of inequality that is not so easy to deal with and that is the inequality of opportunity resulting from differences in the economic, social and cultural background of children. Two ways have been suggested for eliminating or at least reducing the effects of this. One is the provision of various activities, distinct from normal school work, such as the organization of social and cultural centres, clubs, artistic and dramatic activities and educational games. The second is the development of pre-school education which is finding increasing favour in the Socialist states, in Western Europe and North America. It has been asserted that "at an age in the life of the child which can be decisive in shaping personality and developing mental processes, pre-school education can be a potent force for democratization". It is necessary to add, "only if institutions providing such education are accessible to children from different economic social and cultural backgrounds". Pre-school education in the minds of most parents, however, is considered almost exclusively as a valuable preparation for a child's subsequent education. Pre-school education facilities are available to a limited extent in many of the developing countries. They are provided almost entirely by private institutes levying comparatively high fees. Hence instead of being a force for democratization, pre-school education in the third world has contributed to social stratification. While pre-school education has come to stay in the Socialist countries and the Western world, it must be realized that in the poor countries which can hardly make universal primary education available, pre-school education is a luxury that cannot even be contemplated, at least not for some time.

d) Inadaptability of education systems

A factor to which attention must be drawn is the inadaptability of various European or North American systems of education to conditions prevailing in the third world. There is no point in trying to labour the fact that an imported system of education can never correspond to the social structures and cultural conditions of the newly independent states, nor can they adequately meet the economic and social needs as well as the rising social expectations of their peoples. The situation becomes more complex when these new states change the medium of instruction from the language of the former colonial power to that most widely spoken in the state itself. The statement has been

made that "the system of education in Africa must be re-invented". Africa had no schools before the European imperial powers began to carve out its territory but its peoples were not without education. Traditional education taught children and young people through "living and doing". The Round Table organized in Dakar in 1972 by the Unesco Regional office for Education in Africa on the suitability of imported educational systems to the African situation, was attended by twelve experts. There was a broad consensus on the inadequacy and unsuitability of the present systems of education and on the need for a different kind of education for young people. Various forms of education were suggested in contrast to the "imported system of linear progression where the point of entry is zero and one keeps on going till one leaves. If one departs from it earlier one can come back only in exceptional cases." Other forms of education which did not require removal from the context of everyday life and development activities were recommended. This resulted in various out-of-school educational experiments such as the preparation for collective work in Nigeria, the farmers' clubs in Dahomey, the rural polytechnics in Kenya, etc. These are all attempts to revive customary educational methods and adapt them to modern conditions. The amalgam has resulted in what can be called programmes of non-formal education.

The Report of the International Commission on the Development of Education having surveyed the history of education in primitive societies drew attention to the fact that education has a far richer past than the modern uniformities would lead us to believe and declared that priceless heritages have been lost or perverted as a result of external forces and colonial conquests. Similar views have been expressed by educators in Asia, Latin America and the Caribbean. A classic example of the unsuitability of an imported system is found in Sri Lanka which claims to have a primary school within half a mile of every child's house. While this can be called an educational miracle, there are many who regard it as an economic and cultural disaster, as there is on the one hand a lack of correspondence between the knowledge acquired and the needs of the economy, and on the other a tendency to alienate children from their cultural heritage.

e) The training of the teacher

The key to any form of education is the adequate training of the teacher. While the highly industrialized countries might be faced with the problem of unemployed

qualified teachers, the majority of the developing countries are forced to make do, for the present at least, with poorly trained or untrained teachers. In many of the former British colonies in Asia there is still the category of the "Uncertificated Teacher". Zaire should be complimented on its candour in admitting in a report to the International Bureau of Education that two thirds of its 65,000 primary school teachers are officially recognized as not having had the necessary training. Cuba resorted to using older pupils to teach younger ones. On the other hand it is reported that by the end of this year there are likely to be a million qualified teachers unemployed in the U.S.A.

The poorer countries are aware of the acuteness of the problem and in Africa, Asia, Latin America and the Caribbean the question of adequate training of teachers is high on the list of priorities. One of the problems facing the Third World countries is that the salaries in most of them are not high enough to attract talented men and women and consequently even with training the quality of the teacher tends to be low.

. In this rapidly changing world of today a teacher's initial training can soon lose its relevance. The meeting of the Asian Ministers of Education in 1978 recommended "periodical retraining". Many third world countries will have to depend for such re-training on various short-term inservice courses organized by the Government or by national teachers' organizations or by a body like WCOTP. The developed world has taken quite seriously to re-training. France has granted to primary school teachers the right to improvement courses. The United Kingdom plans to grant every teacher leave every five years to take refresher courses. In the U.S.S.R. large numbers of advanced training centers have been established in addition to relevant correspondence courses.

It is clear that without adequately trained teachers, pre-school education, the conventional primary and secondary schools, the ingenious expedients which are being tried as alternatives to schooling, post secondary education and finally adult education will not fully serve the purposes for which they are organized. Universal education, even if available at every level, will fail in the achievement of its multiple objects if the educator is not properly equipped to discharge his or her obligations.

8. SECONDARY EDUCATION

With the exception of North America the dropouts at the end of primary school are rather high. There is, however, in all countries today an increasing tendency for pupils to

move on from primary to secondary education. To avoid confusion because of different systems and structures it has been agreed that by secondary education is meant education intended for the age group 11 or 12 to about 17 or 18 years of age. Till about 20 years ago secondary education meant a continuation of the general education received in the primary school with science, a foreign language and, in rare instances, technical training thrown in. The expansion of this form of secondary education, the population explosion and the technological revolution has resulted in some 65 percent of educated young people of the age group 20 - 24 being unemployed or underemployed partly because of the lack of relevance of this kind of education to the labour market. It is not surprising therefore that the Member States of Unesco should have chosen the relationship between education, training and employment at the level of secondary education as the special theme of an international conference of ministries of education. It is not difficult to appreciate the concern of governments in this connection.

For quite some time it was widely believed that lack of employment opportunities was the result of insufficient economic growth. This theory came to be seriously questioned when it was realized that in many third world countries, where economic development had made significant progress, employment remained in a critical position, and the educated unemployed youth crowded into the towns to seek jobs which the economy was unable to create in sufficient numbers.

Some countries have tried to find relatively constructive answers. The Socialist Countries made education an integral part of their overall economic, social and cultural development policies. Many Arab States appear to be following the same path. Argentina claims to have introduced "vocational training and preparation for productive employment" at all levels. Canada, in view of its federal structure and division of powers, has a "Review and Assessment Committee" consisting of representatives of the Federal Department of Manpower and the Provincial Departments of Education, whose function is to find a solution to this problem. For the same reason in New Zealand and Japan education authorities participate in Vocational Training Councils. In most third world countries it is the state through a national education policy which provides the bulk of vocational training for young people.

It is not possible in this paper to even outline all the structures which have been adopted to relate secondary education to training and employment, maintaining at the same time a balance between general education and the specific preparation for an economic activity. A few will suffice to give a general idea of the variety of systems.

In the Federal Republic of Germany the working week is split between apprenticeship training and school; in Czechoslovakia apprenticeship training alternates between centres set up with "firms" and state secondary schools. In New Brunswick, Canada, some apprentices go back to school each year for a three to six weeks general education course. Denmark has reported the existence of one hundred and fifty different kinds of "training". In many third world countries there is an increasing tendency to resort to "work oriented education". While attention is being paid to "training", efforts must also be made to ensure that such "training" does not become too specific in view of rapid changes in production techniques.

This kind of education, however, does not seem to attract the most gifted or the most ambitious pupils. Hence efforts have been made to create the impression that technical training is not inferior to classical or modern studies. In France one and the same certificate, the baccalaureat, is now awarded at the end of secondary education for classical or modern studies as well as for technological subjects. The "new gymnasium" in Sweden and the British comprehensive school admit pupils of the same age group into one and the same establishment and provide a complete range of secondary level courses - classical, technical, industrial, commercial, etc. The idea of the comprehensive school is gaining ground and has been adopted in some former British colonies in Asia and Africa as well as in European countries such as Belgium, Denmark and Finland and also in Arab states such as Egypt and Iraq. Yet prejudices die hard and, particularly in the third world, students, under parental pressure, tend to opt for the classical subjects in secondary schools. Under different governmental structures a balance can be struck and at the same time made obligatory. In China and in Cuba participation in work is a "fundamental discipline of the school". Moreover the pupils are not only educated and trained for employment, but their "productivity" contributes to the maintenance of the school. Israel has tried the same method in some schools, and they are functioning not because of any compulsion, but because parents and students are convinced that it is a valuable contribution to national development.

An interesting experiment has been tried in certain parts of the U.S.A. It is a kind of comprehensive school which combines primary and secondary education and also provides general education, vocational training and university preparation. At the same time there is career guidance and depending on the students' choice he or she can start working immediately after secondary school or go on to higher education.

A few more considerations about secondary education training and employment. It has been pointed out that agricultural education would be useless, especially in Africa, Asia and Latin America unless it is made part of an overall policy which should also include such elements as a reform of the land tenure system, an expansion of credit facilities, an assurance of markets for the produce, etc.

In spite of all these innovations the fact is that outside North America, Europe, New Zealand and Australia more than 50 percent of the children do not move on to secondary school. Hence in some poor countries efforts have begun to be made to provide training for employment in the final stages of the primary school. These schools provide facilities, during the normal class hours, for young pupils to "take to" some trade as a hobby so that drop outs at the end of primary school have had some experience in a trade and can enter it with the basic "training" they have acquired.

In view of the widely accepted principle of continuing education, efforts should be made in the later stages of primary school and throughout secondary school to promote the concept and value of self learning. The earlier this habit is planted in the student the better. More about this in the section on adult education.

8) HIGHER EDUCATION

The European Ministers of Education meeting in Bucharest in 1973 defined that the ultimate purpose of higher education was "to train highly qualified specialists to meet the requirements of the economy and of society" and also to extend to "a greater number of young people and adults the benefit of a higher standard of education, whilst at the same time providing them with cultural, moral and civic training, thus enabling them to develop fully as individuals and members of society and helping to strengthen their moral fibre".

There was at the earlier Conference held in Vienna in 1967 and at this one in 1973 a clash of opinions on the question as to whether access to universities should be "restricted" or "free". The proponents of restricted access were from Socialist states who based their arguments on the need in their overall planning to relate education to economic growth. Those who rejected the idea were the Western democracies whose representatives were opposed to any form of authoritarian distribution and selection although they were fully aware of the problems free access would cause. One of these problems is the distribution of students among various branches of study. The proportion of those taking arts, law, social science, etc. is on

the increase everywhere in the world while there is a decline in the proportion - not the numbers - taking the courses in the natural sciences, medicine and various kinds of technology. This imbalance has led especially in countries like India, and the Philippines as well as in the Western European and North American countries to an increase in the percentage of unemployed arts graduates. In some cases the numbers have more than doubled in the space of a few years. This phenomenon has manifested itself in Latin America too, and attention was drawn to it in December 1971 in the conclusions of the Conference of Ministers of Education in that continent. The problem has not become serious enough in Africa to merit attention but it can show itself in due course as, whatever local conditions may affect the nature of primary and secondary education, university education appears to conform to a basic pattern all over the world. This is not to say that there are no differences.

One thing is clear and this is accepted the world over, namely that the time is definitely past when universities trained a privileged elite. University education is no more distinct from the rest of the education system following on, as it now does, after the "mass education" provided at the secondary level.

In spite of the fact that admissions to institutes of higher learning are normally based on competitive examinations, efforts are being made today to make higher education facilities available to as many as possible. The United Kingdom has established its famous Open University which by 1981 should enable an additional 40,000 students to obtain higher education. The University itself is a combination of correspondence courses and radio and television programmes with personal contact being made with the students through various regional centres. The Open University idea has already found favour with the authorities in Japan, the Republic of Korea, the Federal Republic of Germany and in Canada. In Finland admission is by a special decision of the university authorities, while in Sweden it is based on an aptitude test. In the Soviet Union, in spite of its advocacy of restricted admission, students may go on to higher education if they have attended technical establishments for eight years. In Yugoslavia and Hungary actively employed adults can proceed to higher education in a field related to their professional background.

An interesting development is the introduction of facilities of higher education of a shorter duration than the courses at the traditional type of university. In the U.S.A. junior colleges were set up offering a wide range of courses

in varied subjects with the possibility for the student to obtain a degree in two years. There were eighteen of these colleges in 1900 and by 1970 they had proliferated to over 1,000. The Federal Republic of Germany, Canada, Norway, France, Japan, Poland and Yugoslavia are among the other countries which have established institutions which provide "short-cycle higher education" which offer a wide range of subjects as Universities do, but have easier entrance procedures. The standard, however, is not as high as that of the earlier established national universities. The purposes of this "short-cycle higher education courses" were to relieve the universities of a number of students who might overcrowd them and to provide employment opportunities for a growing number of young people. That they relieve the universities of overcrowding there is no doubt. There is, however, no general agreement as to their competence to provide employment opportunities for an increasing number of young people. At an OECD symposium for teachers from "short-cycle higher education institutes" it was stated that the general public and industry held this kind of education in low esteem as compared to the prestige they attached to the traditional form of universities. One of the problems facing universities and other institutes of higher education which have increased their student population considerably is the lack of contact between students and teachers. The only solution to this devised so far is to replace, or supplement the lecture system by small "work groups" or the tutorial system of the British universities, which is followed in most parts of the Commonwealth. This has naturally led to a rapid increase in the number of lecturers, professors, tutors, etc. The annual growth rate of these teachers between 1965 and 1970 was 6 to 7 percent for Europe, 7 to 8 percent for North America, 10 percent for Latin America, over 11 percent each for Africa, for Asia and the Arab States.

With regard to alternative institutes for higher education such as those mentioned above, most third world countries still adhere to the traditional type of university of their former metropolitan countries. Some new developments are, however, taking place, such as the establishment of Institutes of Technology, Advanced Polytechnics, Agricultural Colleges, etc.

A factor affecting access to higher education is the system in certain multi-racial countries like Sri Lanka and Malaysia to admit students to Universities not purely on merit but also on the basis of ethnic origin and geographical distribution. This is done through a system of

quotas and is said to be necessary to provide opportunities for advancement to racial groups which for various reasons did not take to education in large numbers till recently. It is also claimed that it provides opportunities for higher education for young people living outside the capital cities where the best schools and colleges are located. There is no doubt, however, that this system of quotas has a political motivation too.

According to a few African leaders, particularly President Nyerere of Tanzania, "In the prevailing conditions in Africa primary school education must be geared to a preparation for life". "The only justification for secondary and higher education is that they are needed by the few for the service of the many". This plea has practically gone unheeded. The annual rates of increase in enrolment have been greater in higher education than in secondary and greater in secondary than in primary. Foreign aid programmes have reinforced this trend with only 6 percent of aid for education currently going to primary schools. Although education aid programmes in Asia tend to show a similar trend, the situation is different as, with a few exceptions - like Pakistan, India and Bangladesh - the enrolment rates in primary schools are quite high.

10) ADULT EDUCATION

There have been four international conferences on adult education organized by Unesco. The first was in Elsinore in 1949 at which the third world was hardly represented and hence very little was said about literacy. Eleven years later, at the Montreal Conference, it was asserted that governments should treat adult education as a necessary part of the national education system and should give high priority to the eradication of illiteracy. The third conference was really a conference of Ministers of Education. This was held in 1965 in Teheran. Among the views on which there was general concensus was the need to establish a direct relation between literacy and economic development and hence the term "functional literacy" was coined. This gave a new impetus to the campaign for universal literacy. Experimental programmes were carried out in sixteen third world countries and on the experience gained, programmes with the same objectives were held in many others. It will be difficult to dispute the view that these, among others, contributed to the considerable drop in the percentage of illiterates. As a matter of fact the efforts of the U.S.S.R., the other socialist countries in Eastern Europe and of Cuba

demonstrate that the eradication of illiteracy is not such an unreasonable undertaking for those who are prepared to tackle the problem effectively on a large scale. According to eyewitnesses it took the Cubans only a few months in 1961 to do away with illiteracy.

The emphasis is still on "functional literacy" and it is natural that in most of the third world countries this is directed to organized agricultural training through non-formal education. Recently UNICEF identified more than 150 non-formal agricultural training programmes in 45 third world countries : 13 in Latin America, 8 in Asia, 4 in the Middle East and 20 in Africa. A World Bank survey conducted in 15 other countries (2 in Latin America, 7 in Africa, and 6 in Asia) confirmed the conclusion reached in the UNICEF survey that non-formal education might well be the answer to the problem of agricultural training which is of such vital importance to the large majority of the developing countries. In some other fields too, such as education for healthy living habits, for family life in general, for family planning, etc., non-formal education has proved quite useful. It is important, however, to maintain its diversity and flexibility and guard against building it into a system with its rigidity and formalism.

According to the report of the International Commission on the Development of Education, Adult Education can take various forms. It can be a substitute for education which people have missed; a complement to elementary or professional education; further education for those who have already reached a high level of training and a means of individual development for everybody. Some of these objectives may be more important in one country than in another and may thus determine their priorities. Actually all countries need formal or non-formal education for all four objectives. While the poor countries with their large illiterate populations and the large number of children out of school will concentrate on adult education as a substitute for basic education which a majority of their people did not have, they also have their quotas of people who need to complete their education, to further their high level of training and to enhance their individual development. On the other hand the industrial countries, including some with socialist governmental structures also have their illiterates - comparatively small though their numbers are - and will therefore need to provide for those who have never received any form of education. It is natural, however, that in these countries the majority of adult education programmes will be devoted to the other three aspects.

At the Conference in Tokyo held in 1972 the idea was expressed that our age is the "golden age of the self-learner" and the extension of the self-learning process was listed as one of the aims of adult education. The pursuit of one's education requires a great deal of will power, incentives and unusual perseverance. The field is limitless. To note just a few, there are the extensive correspondence courses and people's universities of the U.S.S.R.; the workers' universities in Yugoslavia; the polytechnical villages in Kenya; the universities without walls in New York and Ohio; the co-operative undertakings in Belgium, Switzerland and Canada; the multimedia experiments in Canada; the Open University in the U.K., the University of the Air in Japan; the teachers' refresher courses in almost all countries; the impressive Indian programme for relaying rural education through the use of the satellite, the Kejaar programme for national development in Indonesia, the intensive literacy programme called JAMAL in Jamaica etc.

11) LIFELONG EDUCATION

A word about lifelong education. There is the mistaken notion that it is a system. It is not. According to the International Commission on the Development of Education "it is a principle on which the over-all education system of a country should be founded and which should underlie the development of each of its component parts". Quoting again from the report of the International Commission on the Development of Education: "The education systems of the future will be something more than a juxtaposition of the school on the one hand and adult education on the other. They will form a single continuous process based on the principle of lifelong education". In passing it is important to note that nowhere has lifelong education become a reality. It is still an unachieved objective but a useful yardstick.

12) THE COST OF EDUCATION

No progress in education is possible without heavy financial outlays. For the developing countries which on an average are spending 20 to 30 percent of their annual budget on education the financial outlay poses severe problems, unless they are ready to resort to crash programmes, such as those adopted in Cuba and the People's Republic of China. Even then they will need, as in the case of the Ivory Coast, considerable outside assistance, because there are other conflicting priorities e.g. various other social services, and unfortunately in quite a few cases defence. Reference has been made in section 7(a) to the

fact that Sri Lanka is the only country in Asia which spends a greater percentage of its annual budget on education than on defence. The island's geographical position and the fact that, for the present at least, there is no threat to its political independence makes this possible. Other countries in Asia, as well as elsewhere, are not so privileged. The Asean states, Israel and the Arab countries in the Middle East as well as the so called Front Line States in Africa consider it necessary to spend comparatively large sums on military hardware. The OECD countries need not be so alarmed about their soaring costs in education if they can reduce their military budgets, but the mutual mistrust between East and West makes this a dream. Of course there are some third world countries, largely in Latin America, which allocate large sums to armaments not so much for national defence but for protecting the claim of authoritarian ruling classes or juntas to remain in power. One glorious exception is Costa Rica to which reference has already been made. Today the world spends about 400 billion dollars on armaments out of which about seven billion is spent in the third world. It goes without saying that if political tensions - international as well as domestic - can be reduced, much larger funds can be diverted to education, other social services and to development in general.

As pointed out earlier, various ingenious expedients can be resorted to to keep the cost of education low, but the main problem in the financing of education is the cost of building up and maintaining a competent, contented and conscientious teaching profession enjoying its rightful place in society. Reference has been made to the possibility of one million qualified teachers in the USA not being able to secure employment in the course of this year. These teachers can easily be employed if adequate attention is paid to the 1.5 percent of the country's illiterates (i.e. about 3,000,000), to the education of the poorer communities and ethnic minorities, to reducing class size and to all aspects of adult education referred to in paragraph 10 above. One reason why this cannot be done is the enormous amount the U.S.A. has to spend on armaments and on its intelligence services if it is to remain a super power and if it is to give "strength and leadership" to the Western alliance. However effective the Warsaw pact countries claim that their education systems are, they also can make them even more efficient and relevant if their expenditure on armaments can be reduced. The OECD countries could in addition make serious studies on the extent to which consumerism is affecting the amounts they can allocate in their budgets to education. While on this subject; a Swedish report states that "research has provided a means of increasing efficiency (in education) without unduly increasing costs"

and that "in certain fields it has even been possible to reduce expenditure".* One can only hope that this report will be studied objectively and similar research will be carried out in the other industrialized states.

As for the poorer countries, outside assistance alone is not enough unless it is accompanied by a greater spirit of self reliance, a greater sense of dedication and a greater willingness to work much harder. Sacrifices have to be made for the future. Of course there are exceptions. With regard to outside assistance there has been a growing disillusionment about their real value. It has been proved that in many bilateral aid programmes the real beneficiaries are the donor countries while the poor recipients find themselves faced with the burden of interest and loan repayments which has now exceeded the 200 billion dollar level. A reorganization of the international economic order, which has developed through the rich countries conducting the international trade and monetary systems to their benefit, should be seriously considered from the point of view of the welfare of humanity as a whole. Five UNCTAD Conferences, numerous meetings of the Trade and Development Board, the so called North-South Dialogue and now the report of the Brandt Commission have not had any tangible results. This being so, the alarming conclusion of the international survey of educational prospects in Ethiopia, namely that it would be impossible to provide "schooling" for the majority of the population before the middle of the next century can not only be applied, with some exceptions, to the rest of the third world but would also carry a tinge of optimism with it.

Note: The information for the details furnished in this paper were obtained from Unesco and IBE publications and from the Working Papers and the Report of the XXVI World Assembly of WCOTP. The views expressed are the writer's personal opinions.

* Document published by the Council of Europe in 1973 under the symbol DECS/Rech.